Delegated Report

Cabinet Member for the Cabinet Member for Regeneration, Housing & Transport:

Date: 21st August 2018

Agenda item: N/A

Wards: Village

Subject: Church Road and High Street Wimbledon Village– 20MPH Speed Limit

Lead officer: Chris Lee, Director of Environment & Regeneration

Lead member: Councillor Martin Whelton, Cabinet Member for Regeneration Environment & Housing

Forward Plan reference number: N/A

Contact Officer: Abobaker Abdalla 0208 545 3690

Email: Abobaker.Abdalla@merton.gov.uk

Recommendations:

That the Cabinet Member considers the issues detailed in this report and

A) Notes the result of the statutory consultation that was carried out between 21st of June and 13th July 2018 on the introduction of a 20mph speed limit to include Church Road, High Street (between the War memorial and its junctions with Ridgway / Wimbledon Hill Rd / Belvedere Grove); Courthope Rd; Walnut Tree Cotts; Belvedere Square; Old House Close; Lancaster Road (between Church Rd and Lancaster Rd); Haygarth Place and Allington Close as shown on plan No. Z73-21-01 attached in Appendix 1.

B) Considers the representations received in response to the statutory consultation attached in Appendix 3.

C) Agrees to proceed with the making of the relevant Traffic Management Orders (TMOs) and the implementation of the proposed measure as shown in plan No. Z73-21-01 attached in Appendix 1 and as set out in section A above.

D) Agrees to exercise his discretion not to hold a public inquiry on the consultation process.

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

1.1 This report presents the results of the statutory consultation carried on the Councils’ proposals to introduce a 20mph speed limit to include Church Road, High Street (between the War memorial and its junctions with Ridgway / Wimbledon Hill Rd / Belvedere Grove); Courthope Rd; Walnut Tree Cotts; Belvedere Square; Old House Close; Lancaster Road (between Church Rd and Lancaster Rd); Haygarth Place and Allington Close as shown on plan No. Z73-21-01 attached in Appendix 1.

1.2 It seeks approval to proceed with the making of the relevant Traffic Management Orders (TMOs) and the implementation of the above proposal as shown in Drawing No. Z73-21-01 attached in Appendix 1.

2. BACKGROUND

2.1 Wimbledon Village is one of Merton’s key local centres that attracts visitors and enjoys high level of pedestrian activities. With an emphasis on improving the general experience
and perception of road safety, Merton Council in collaboration with Wimbledon Village Business Association and a number of local stakeholder groups and societies have identified the impact of through-traffic as a negative factor in the Village. The High Street is a London Distributor road, bus route and the primary emergency route. Whilst the volume and nature of traffic cannot be controlled, the speed and perception of speed can be addressed via the introduction of a localised 20mph speed limit.

2.2 The Council commissioned 24/7 traffic surveys that were carried out between 20th – 26th May 2018. The data that is attached in Appendix 4, shows that the average speed and the 85% speed of traffic on the High Street and Church Road travel under the current speed limit of 30mph.

3. PROPOSED MEASURES
3.1 To improve the general road safety environment, it is proposed to introduce a 20mph speed limit along Wimbledon Village High Street and some branching roads. Church Road (in part) is already subject to 20mph and therefore the inclusion of the entire length of Church Road is considered to be appropriate. The extent of the boundary is shown on plan No. Z73-21-01 attached in Appendix 1.

3.2 The proposal would include the installation of a number of signs throughout the affected roads and ‘20 roundel’ markings. Some of the road markings in the area will be refreshed. Where possible existing lamp columns and posts will be utilised for the required signs.

4. CONSULTATION
4.1 To legally reduce the existing speed limit of 30mph to 20mph, the Council carried out a statutory consultation between 21st June and 13th July 2018. The consultation included the erection of street Notices on lamp columns in the affected roads and the publication of the Council’s intentions in the Local Guardian and the London Gazette. A copy of the proposed plan was available at Wimbledon library and at the Link, Merton Civic Centre; the plan was also posted on the Council’s website. Given the number of properties in the identified catchment area; limited available funding and resources and the fact that the Council is not legally obliged to do a door to door newsletter, the Council decided to engage the local community through known resident and business associations and Ward Councillors.

4.2 The consultation resulted in four representations which are detailed in Appendix 3 along with officer’s comments.

4.3 All Emergency Services have been consulted and no objections have been raised.

4.4 Village and Hillside Councillors were advised of the consultation. Feedback from those Councillors who responded are set out in appendix 3 of this report.

5.0 RECOMMENDATIONS
5.1 It is recommended that the Cabinet Member considers the representations received along with officer’s comments and approves the making of the Traffic Management Order and the implementation of the proposed 20mph speed limit. If agreed the works will be carried out soon after within 2018 / 19 financial year.
6.0 ALTERNATIVE OPTIONS
6.1 Do Nothing. This, however, would be contrary to the Council's current practice in introducing localised 20mph speed limits in areas with high footfall, areas of interest and areas outside schools.

6.2 To include the whole area within the 20mph speed limit. Given the current level of available funding, it is not possible to extend the proposal at this time. However, it is important to note that the Council does have an aspiration to introduce a borough wide 20mph subject to identifying the required funding. Meanwhile the Council will continue to introduce localised 20mph speed limit in key areas.

7.0 FINANCIAL RESOURCE AND PROPERTY IMPLICATIONS
7.1 The cost of implementing this scheme is estimated at £20k. This includes the cost of the statutory consultation, signs / road markings and making of the relevant Traffic Management Orders.

7.2 The cost of this scheme will be funded from TfL LiP allocation for 2018/19.

8.0 LEGAL AND STATUTORY IMPLICATIONS
8.1 The Traffic Management Orders for a limit would be made under Section 84 of the Road Traffic Regulation Act 1984 (as amended); and for a zone Section 84 of the Road Traffic Regulation Act 1984 (as amended) and the Highways Act (as amended). The Council is required by the Local Authorities Traffic Order (Procedure) (England and Wales) Regulations 1996 to give notice of its intention to make a Traffic Order (by publishing a draft traffic order). These regulations also require the Council to consider any representations received as a result of publishing the draft order.

8.2 The Council has discretion as to whether or not to hold a public inquiry before deciding whether or not to make a traffic management order or to modify the published draft order. A public inquiry should be held where it would provide further information, which would assist the Council in reaching a decision.

9. HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS
9.1 The Council carries out careful consultation to ensure that all road users are given a fair opportunity to air their views and express their needs. The needs of those outside the catchment area and local residents are given consideration but it is considered that improving safety on the borough roads take priority albeit incrementally.

9.2 Bodies representing motorists, including commuters are included in the statutory consultation required for draft traffic management and similar orders.

9.3 The implementation of 20mph speed limit affects all sections of the community especially the young and the elderly; and assists in improving safety for all road users as well as achieving Merton’s commitment in reducing speed, casualty and severity of road traffic accidents.

10. CRIME AND DISORDER IMPLICATION
10.1 N/A

APPENDICES
The following documents are to be published with this report and form part of the report.
Appendix 1 – Plan of proposals Z73-21-01
Appendix 2 – Statutory consultation/ engagement e mail
Appendix 3 – Representations
Appendix 4 – Speed Survey
Dear Sir / Madam

As I am sure you will agree, Wimbledon Village is one of Merton’s key local centres that attracts visitors and enjoys high level of pedestrian activities. With an emphasis on improving the general experience and perception of road safety, Merton Council in collaboration with Wimbledon Village Business Association and a number of local stakeholder groups and societies have identified the impact of through-traffic as a negative factor in the Village. The High Street is a London Distributor road, bus route and the primary emergency route. Whilst the volume and nature of traffic cannot be controlled, the speed and perception of speed can be addressed via the introduction of a localised 20mph speed limit.

Given the limited available funding, it is necessary to identify a reasonable and workable zone boundary (please see attached zone boundary). The Council is, therefore, proposing a 20mph speed limit for the Village High Street and some surrounding roads. Church Road (in part) is already subject to 20mph, so the proposal to include the Village is a natural extension of this scheme.

In line with the Cabinet Member approval, the Council intends to undertake the statutory consultation between 21st June and 13th July 2018 (before the summer holidays). I, therefore, would appreciate your comments over the next couple of weeks. Please note that at this stage it would not be possible to extend the boundary to include any other road.

The statutory consultation will be carried out as per legislation and adopted practice for such measures – it will involve publications in the local papers and Notices on lamp columns in the area. The information will also be available in the local library and on the Council’s website https://www2.merton.gov.uk/transport-streets/trafficmanagement/traffic-management-current-consultations/wimbledon-village-current-consultations.htm (the link will be live from 21st June 2018). Given the nature of the proposal and limited funding, there will not be any newsletter drop. It, therefore, would be appreciated if you could make your members ware of this proposal and refer them to the website for information.

I thank you in advance for your attention in this matter.
- I write on behalf of Wimbledon E Hillside Residents’ Association (WEHRA) to express our views on the above consultation, where the Council proposes to change a number of Village roads to a 20 MPH speed limit.

We have already shared our views to Mr Abdalla on 8 June, and that email is included below. This remains our view, however in the interest of ‘moving Merton in the right direction’ we wholeheartedly encourage Merton Council to make these amendments, and in due course, to extend the 20 MPH limit to include our ten roads as well. They include Woodside, Bernard Gardens, Alwyne, Compton, Worcester, Parkwood, Rostrevor, Springfield and Alexandra Roads. These are LOCAL ACCESS roads that are very heavily used by pedestrians travelling to and from Wimbledon High, Bishop Gilpin, Wellington Schools, a dozen local nursery schools, and of course the thousands of commuters heading to and from the Station.

At last, it is good to see Merton getting on board the 20’s Plenty Campaign. Thank you for including our views in your consultation.

Dear Mr Abdalla,

Thank you for your proposal to reduce Wimbledon residential road speeds to 20 mph. This is excellent news, however we believe the roads included must be extended to include those immediately adjoining them. With this amendment, we look forward to a 20 mph restriction being implemented in the coming year.

In the way of background, our Residents’ Association immediately adjoins the roads on your map. These roads are Woodside, Bernard Gardens, Alwyne, Compton, Worcester, Parkwood, Rostrevor and Springfield Roads. These are all **local access roads**, and we have been campaigning since 2003 to have traffic speed limited to 20 mph. It will cost you and your Department nothing more to extend the area to include these roads, which are part of the residential network between the Common, the Village and Wimbledon Station. All you need to do is place your new 20 MPH signage at the Alexandra, Wimbledon Hill and Leopold Road entrances to our roads, instead of those proposed in your map.

Thank you for your urgent attention. We have over 5,000 school children who attend schools in our area, including Wimbledon High School, Willington School, Bishop Gilpin and Ricard’s Lodge, and many nursery schools as well. It is unfair, wrong to say that, just because a road is a few metres away, it doesn't also deserve 20 mph restrictions. Indeed - there are more school children on the footpaths along our roads than in the roads you are proposing to restrict. So please make this simple addition to your proposal, and you shall have our full support.

20mph restrictions in many residential roads in Hillside were rolled out between 2008-2010 but this stopped abruptly in 2010 when it was opposed by the then Cabinet Member (Andrew Judge)

Following a consultation prior to the 2010 local election there was a plan to turn the whole of the residential area within the boundaries of Wimbledon Hill Rd/High Street/Church Rd/Arthur Rd/Leopold Rd/Alexandra Rd into 20mph and Hillside Councillors are wholly supportive of completing that process.
Dear Sirs

Proposed 20 mph Speed Limit in High St, Wimbledon, SW19

The Wimbledon Society wishes to offer our full support to the Council’s proposal for a 20 mph Speed Limit in the High St and adjoining roads.

Our only concern is how the Council is going to ensure the effectiveness of the new speed limit.

We consider that the onus is on the Council to introduce effective measures to do this, otherwise the lower speed limit will be ignored by a large proportion of traffic and become useless. Such measures could include:

a) chicanes: for instance, as used in Ludgate Hill, City of London, another heavily trafficked street,

b) shrub and tree planting, which would have the additional benefit of shielding pedestrians from traffic fumes, and which could include seating in the planter frames for the benefit of shoppers.

c) extending/widening pavements,

d) a cycle and/or horse pathway reserve.

We would urge the Council to carry out a coordinated design exercise for this section of the High Street. It is clear that traffic calming measures will be necessary to achieve the 20 mph limit. There is an opportunity to introduce a strong design element in the layout of the new traffic calming measures. This should be seen as a means of achieving public realm improvements of the highest standard. Elements which should be considered are pavings and road surfaces, street furniture, lighting, signage, plants and trees, shopfront design. It is our view that a coordinated design approach can transform the High Street and raise it to a level which will become an exemplar of improving our built environment.

Effective management of the lower limit will be critical at the wider western end of the High Street where it allows traffic to speed up at the approach to Parkside. But this also allows scope for innovative ideas to restrain traffic to 20 mph until it exits the area covered by the new limit.

The Wimbledon Society would be willing to work with the Council, possibly in conjunction with the Wimbledon Village Business Association, in designing new traffic calming measures.

Whilst we note that there is no option to extend the roads included in this proposal at present, we would draw your attention to an anomaly at Belvedere Grove. A car travelling from Ridgway across the High St into Belvedere Grove and then left into Courthope Road would go from a 30 mph limit to 20 mph, then 30 mph again and finally 20 mph once more, all in the space of less than 50 metres.

The Wimbledon Society also supports the “Twenty’s Plenty” campaign and looks forward to Merton joining many other London Boroughs in adopting a uniform 20 mph limit in residential roads as soon as possible.

Yours faithfully
Chairman, Wimbledon Society Planning & Environment Committee
drivers to avoid queues due to differential speed limits and this proposal may well prompt diversions on that basis. The residential roads in our area are already busy and suffer the negative impact of through traffic, especially at peak times, and speeding also remains an issue so any consequential increase in traffic volumes as a result of this proposal will not be acceptable.

There is no data, nor any recommendation or impact assessment based upon officers' professional opinion, presented in support of the proposal. The justification offered appears to be little more than an acknowledgement of commercial priorities requested by the Wimbledon Village Business Association. Slowing down traffic to 20mph on a London Distributor Road which is also a bus route and primary emergency route and also on an important Local Distributor Road, which is also a bus route, and risking displacement into residential Local Access Roads where 30mph remains permitted seems a most unusual and piecemeal approach. Through traffic has a negative impact in residential roads as well as the High St. If 20mph is considered to be a desirable traffic management strategy (as adopted in Wandsworth) it should be proposed with appropriate advice on a holistic basis for residents' consideration across the wider Village area and not limited to the High St and Church Rd. In this context I note that this proposal is being presented "for comments" but with no opportunity to expand the Zone to include other roads, and that a Statutory Consultation is already lined up. A Statutory Consultation usually follows an informal consultation and reflects the majority views expressed informally. You appear to be pre judging an outcome which supports the proposal as drawn. It is neither democratic or transparent to promote material traffic management initiatives on this basis.

We will alert our residents to the proposal and encourage them to submit their views. However, the statutory consultation period includes the Wimbledon fortnight and a number of the many private schools in the area also break up at the end of June and families go away. If residents wish to respond before 21 June to the proposal as shown on the plan you have circulated, and have their views taken into account, where should they send comments?

PARKSIDE RESIDENTS' ASSOCIATION
Burghley Road
Wimbledon
London SW19

Proposed Wimbledon Village 20mph Speed Limit
Ref: ES/VILLAGE20mph/2

The membership area of this Association adjoins the northern end of Wimbledon Village and includes Marryat and Burghley Roads which adjoin the High St and Church Road respectively. We object to the above proposal for the following reasons:

1. Lack of supporting evidential base or impact assessment.

No evidence, such as traffic speed and volume surveys, accident records, pedestrian numbers or impact assessments on surrounding roads has been presented to support this proposal nor is there any officer recommendation giving any professional assessment of current traffic conditions to justify its implementation. The High St and Church Rd are both major traffic and bus routes but they are surrounded by a network of residential roads; collectively the whole area carries large volumes of through traffic. Measures implemented in one part have knock on effects in the surrounding area so an integrated, holistic approach is essential. This proposal is a piecemeal measure. With 20mph in the High St and Church Rd it is likely that traffic will displace into surrounding residential roads (in particular Marryat and Burghley Roads) where 30mph is permitted – satnavs are programmed to alert drivers and offer diversions for “faster routes” when there are lower speed limits and/or delays from slow moving traffic ahead. It is unreasonable that residential side roads should be exposed to further traffic on this basis.

2. Lack of Consultation – an Undemocratic approach.

There has been no preliminary consultation on this measure with this or any other Residents’ Association in the Village area. The Village Business Association has a legitimate interest in the promotion of the Village as a commercial centre but residents have an equal interest which should also be recognised. Hitherto, it has been the Council's practice to consult widely across the whole community,
businesses and residents, before important traffic initiatives are implemented. Putting this measure forward on a “fast track” basis ie an immediate Statutory Consultation, effectively stifles any meaningful debate on the issues. It is an unacceptable departure from established practice and is undemocratic.

3. Lack of Transparency and Inconsistency of approach.

It is important that the Council adopts a clear and consistent approach to the application of its funds, especially if they are limited and there are competing claims for priority. In previous years, evidence of traffic accidents and speeding have been required for lower speed limits. In this case Officers have referred only to the “high level of pedestrian activities” in the Village to justify the proposal. However, the Council has rejected requests from other Residents’ Associations for 20mph limits in residential roads which have far greater levels of “pedestrian activities” than in the Village eg routes for large numbers of children walking to the many schools in the area. Again there has been no analysis offered to demonstrate why funding has been allocated in this case in priority to the safety of local children.

4. Negative Impact upon the Conservation Area.

The proposal will require the installation of 40 sets of new traffic signs in a Conservation Area. This signage is obviously necessary for road traffic purposes but it is most unsightly. Given the emphasis upon improving the “general experience” within the Village we find it hard to see how the Village and its environs are going to be “improved” with such clutter.

5. Lack of Enforcement.

We note that no enforcement measures are envisaged for this proposal. With no enforcement and the narrow area within which the 20mph speed limit will apply we query what effect it will have upon speed or even the “perception” of speed; anecdotal evidence is that traffic in the Village is invariably slow moving already.

In our view, the better approach should be to abandon the piecemeal approach evidenced in this proposal and save the limited funding which is available until such time as funding can be found for the consideration of a more comprehensive proposal for a 20mph zone across the wider area. Such a proposal should then be presented for debate through an informed and democratic consultative process involving the whole community.

Thank you

We introduced 20mph limits into many side roads in Hillside when we were the Administration and would like to see that programme completed. For example some but not all roads in the area bounded by WHR, Alexandra Rd, Leopold Rd, Arthur Rd , Church Rd and into the Village are 20mph and we would like to add the other side roads

I am not personally committed to reducing the speed limit on distributor roads but am open to debate on it

Councillor David T Williams JP
Hillside Ward (Conservative)
Shadow Cabinet Lead for Finance and Business

020 8545 3396 (Civic Centre)
020 8947 8835 (Home)
Officer’s Comment

Merton Council is supportive of lower speed limits but at this stage due to insufficient funds, it is not possible to roll out a 20mph speed limit across the borough and in this instance we are not in a position to use the opportunity to include all the suggested roads that is currently outside the proposed catchment area.

It is true that a number of years ago, Merton Council did introduce a series of 20mph speed limits and zones throughout the borough and the project was paused primarily due to insufficient funds. At the time, a decision was made to undertake a full review of all the areas subject to 20mph prior to allocating further funding to roll out a 20mph speed limit throughout the borough. Following the completion of the review in 2014, it was concluded that the Council would concentrate its limited funding in areas with recorded personal injury accidents and outside schools and in town centres.

In recent years, however, some neighbouring boroughs have introduced borough wide 20mph speed limit which is also supported by the Mayor of London’s new transport strategy. Although there is an expectation for the Council to consider a 20mph speed limit, the required funding has not been forthcoming. As a result, the Council has thus far concentrated on introducing localised 20mph speed limits primarily outside schools. There is, however, an aspiration to introduce a borough wide 20mph with the idea being a change in behaviour – that is to say to encourage drivers to travel at a consistent lower speed not just throughout the borough but from borough to borough. The borough limit will work alongside neighbouring borough’s 20mph speed limits. This is expected to bring about a culture change so that it is socially unacceptable to drive over 20mph in London.

To include other roads (as suggested through the representation received) would mean a further statutory consultation and the cost of the required signs and road markings would be greater than the actual proposed area and given the limited available funding, it would not be possible to adhere to the request at this time. Additionally, by expanding the area, it would be difficult to stop at any given point as similar arguments would be made by those who would be excluded. At this stage, it is necessary to introduce the proposed measures as is.

It is implied that drivers would divert into side roads because of a lower speed limit along the High Street. There is no evidence this would be the case. Changing speed from 30mph to 20mph increases travel time by 1 minute per mile, if one could drive at constant speed. However, the major delay during a typical journey is because of congestion, junctions, signals, pedestrian crossings, etc. Currently given the level of congestion and various activities along the High Street, any increase in rat run would be unlikely but minimum at worse.

With regards to level of consultation, an informal consultation is not a legal requirement. An informal consultation is often carried out on proposed measures that some may feel would have an severe / adverse impact. Given the nature of the proposed scheme, it is considered that the level of consultation is appropriate. The only consultation that is required is a statutory consultation which has been carried as per legislation and as per previous similar schemes and consultation process.

A lower speed limit will help reduce the actual and perceived danger; a lower speed reduces the number and severity of accidents.

There are two main methods of speed limit enforcement, passive and active. Passive speed enforcement is achieved by changing the road environment, ranging from the minimal legal requirement of installing appropriate signage and road markings, to delivering engineering solutions consisting of various traffic calming measures. Active speed enforcement is carried out by either the police, who are responsible for enforcing all speed limits, or with the assistance of local residents who wish to take part in the Community Road Watch which is an initiative set up by TfL and the Police.

It is appreciated that this may be considered as a piece meal approach and that there is a demand for a borough wide 20mph speed limit, however, the Council can only deliver schemes within the limited available funding within any given financial year. As previously mentioned, there is an aspiration for a borough wide 20mph speed limit, however, if / when progressed, it would likely be implemented over a number of financial years. Meanwhile the Council will continue to introduce localised 20mph speed limits at key locations.
### Speed Survey

**Appendix 4**

**Date of survey 20\textsuperscript{th} – 26\textsuperscript{th} May 2018**

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